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UNITED STATES EMPLOYMENT SERVICE

Gist of This Issue

FOR a current over-all picture of the seasonal industries whose employment needs are now challenging the resourcefulness of Employment Service recruiting staffs, we bring you three articles, staff-prepared in Washington: "Canning—Industry of Peaks, Perishables, and Speed" (p. 3); Lumber—Foundation of Many Industries" (p. 16); and "Construction—a Prime Mover in the Job Market." (p. 19)

"No crop loss!" was Ohio's boast in 1946 because workers took part in the drama of food preservation. That they did so was due in large measure to the unflagging efforts of the local ES recruiting staffs. This year, the OSES is pledged to a repeat performance, says Amos J. Boyer as he tells how they girded for peak demands in "All Out for Cannery Tasks." (p. 5)

When planning for recruitment becomes systematic, chances for success increase, says Don P. Cram of Santa Ana, Calif., in his story "The Importance of a Plan." (p. 8)

It was a "lost week end" for J. J. Sugden when a last-minute gap developed in the labor supply for viner stations. Electrified into action, he happily found that cooperation, day-by-day, with other agencies paid off when time was short and the need urgent. (p. 10)

From Philadelphia, Pa., comes a highly modern version of recruitment with airplanes delivering the workers at the tomato cannery of a neighboring State. (p. 11)

Transportation and housing difficulties complicated recruitment, but determination overcame all problems to help a Muscatine, Iowa, plant can its 47-year record crop of tomatoes. In chronicling the ups and downs of battle, J. F. Heathershaw in "Workers for a 'Blue Ribbon' Crop" pays tribute to the service given by the State labor market analyst. (p. 14)

How to attract the husky workers has been a long-standing question of lumber and pulpwood operators. For a fascinating 10-minute chronicle on the subject, glance at Albert E. Page's story, "Woods Goes Modern to Get Workers." (p. 17)

In the REVIEW'S series of informal discussions on sections of the ES Manual, Bernard W. Kofsky of the National office this month discusses the Rural Industries and Migratory Labor Programs. (p. 21)

Spirit of Growth

"DEVELOPING the Human Resources of Democracy" was the theme of the recent convention of the National Vocational Guidance Association.

In this development private groups and Government agencies have cooperated, borrowing from each other's experience and patterns when that was profitable to the furtherance of a particular program. Employment counseling, for example, is a case in point. Here the USES, in fashioning tools for its counseling program "has drawn heavily" upon vocational guidance and counseling materials developed by others. Likewise, other organizations concerned with vocational guidance have implemented their services by drawing upon materials available from Government agencies. The ES has made significant contributions through its occupational research program, including the DICTIONARY OF OCCUPATIONAL TITLES, job descriptions and definitions and interviewing aids.

A more recent development in this field has been the preparation of labor market information on an occupational basis and relating this information to job descriptions. Mr. Collis Stocking, representing the USES, presented a brief history of the labor market research program to the convention. He said:

After the declaration of the limited emergency in 1941 the ES developed a program for obtaining labor market information that would be necessary for an orderly mobilization of our total labor resources. The ES was uniquely well-equipped for this task because of its widespread facilities and extensive relation with employers in every important industrial community. It was possible, therefore, for it to obtain information currently regarding prospective labor requirements, changing hiring specifications, and the potential labor resources of the community for meeting the emerging needs. This information was organized in two ways: First, on a local area basis, and subsequently, on an industry basis.

The organization of labor market data on a local area basis was especially important in projecting the housing programs to meet the expanding labor requirements for in-migrants. The area information was also used for the establishment of new facilities and allocation of war contracts and for the introduction and administration of manpower controls during the last years of the war.

As the war agencies organized their procurement and production programs along industrial lines, it became necessary for the USES to provide labor market information on a similar industrial basis. During the war years, both the area and the industrial labor market information was regarded as confidential for security reasons. With the termination of hostilities, however, it became possible for the ES to make this information available to community organizations, schools, and employers and other groups whose activities are affected by employment

(*Continued on p. 12*)

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At press time

Spring activity sustains employment—War agencies pruned—War service replacements under way—Census of scientific personnel—World's eye view of employment—Continuous job drive of NAEH—Job seniority ruled transitory—Nurse shortage eases—ES activities at a glance

AS spring arrived, employment was maintaining its high level and manufactured goods were flowing to producers and consumers in record peacetime volume. Here and there were modest gains in employment and slight increases in unemployment figures as well, but all in all burgeoning spring activity promised a well sustained demand for workers throughout the spring and summer months.

As farm activity got into its seasonal upswing with 7¼ million persons engaged therein as of March, total employment in the Nation registered 56 million. Fewer labor shortages were impeding industrial expansion, but other factors—materials shortages, order cancellations, and marketing uncertainties—were having a somewhat restraining effect.

Public employment increased to 5,420,000 in March, with Federal employment down about 5,000 over the month and State and local employment up 55,000. Seasonal expansion in outdoor maintenance was responsible for the latter increase while reductions in war agencies brought about the decrease in the Federal pay roll which numbered 1,950,000—a million fewer than in March 1945.

¶ The stroke of midnight March 31, marked the expiration of several wartime agencies, with June 30 scheduled to wind up others.

The Selective Service, inducting its last man, was given one year under new legislation to liquidate draft boards and transfer records to files of the State capitols.

The Retraining and Reemployment Administration, set up in 1944, drastically curtailed activities as of March 31, although its official closing date is June 30, the end of the fiscal year.

This agency has acted as a Federal clearing house to all Federal programs dealing with employment and training. It also served as Federal contact agent for State veteran departments and for community veteran centers which have been opened all over the country.

All but a small part of the War Powers Act has expired and the wind-up of war agencies will continue with the end of June witnessing the demise of the Office of Price Administration and the Civilian Production Administration. Housing Expediter Frank R. Creedon has inherited from OPA the enforcement responsibility for the Veterans Emergency Housing Program and from OPA the responsibility of housing program controls.

¶ Civil Service Commissioner Arthur Fleming has indicated to the House Civil Service Committee that 600,000 or more permanent jobs under Federal Civil Service are to be filled during the coming 15 months.

The large number of permanent jobs to be available results from the fact that only 48 percent or 1,000,000 of the Government's 2,100,000 workers have permanent status. The remaining 1,100,000 federal jobs are filled by war service and temporary employees who must be replaced.

War service employees will have a chance to compete in the examinations to retain some of the jobs.

¶ The President's Scientific Research Board, recently established by Executive Order, is engaged in making various studies regarding the numbers and distribution of scientific research personnel. The National Roster of Scientific and Specialized Personnel of the United States Employment Service of the Department of Labor is working closely with this board by providing various data from its national inventory of the scientific and professional personnel of the country and by performing other related studies in connection with scientific personnel. At the conclusion of its survey, it is expected that the President's Scientific Research Board will make

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certain over-all recommendations concerning prospective shortages of scientific research workers and the steps which should be taken to alleviate them.

¶ Employment has risen sharply since 1937 in all but four of sixteen countries covered in a statistical study published in the International Labor Review, monthly publication of the International Labor Office.

In Great Britain, general employment as of October 1946, dropped one percent below the 1937 figure. Through the same month, manufacturing employment in Czechoslovakia declined 16 percent, and in Palestine it dropped two percent through June 1946. General employment in Poland through June 1946, equals that of 1938.

At the end of 1946, general employment in the United States had risen 33 percent and manufacturing employment 42 percent over the 1937 base year; in Canada general employment had climbed to 63 percent and manufacturing employment to 68 percent over 1937; in Australia, at the end of 1946, general employment increased 25 percent and manufacturing employment 51 percent over 1937, and in Norway, general employment through October, 1946, rose one percent over 1937, while manufacturing employment at the end of 1946 increased 16 percent over 1941.

Other rates of increase since 1937 in general employment were the Union of South Africa, 25 percent through November 1946; and Austria, 97 percent through August 1946.

Rates of increase since 1937 in manufacturing employment were Great Britain and Northern Ireland, 6 percent through November 1946; Switzerland, 28 percent at the end of 1946; Sweden, 51 percent through October 1946: Ireland, 12 percent through September 1946; Chile, 33 percent through September 1946, and Argentina, 43 percent through August 1946.

¶ The newly formed National Association for Employment of the Handicapped (NAEH) recently met to stress the need for a continuous job program for the handicapped.

Edward L. Keenan, Deputy Director, represented the United States Employment Service at the meeting.

Maj. Gen. Graves B. Erskine (USMC) who is president of the group told the gathering that:

> Disabled veterans and other handicapped citizens are having a tough time finding jobs right now. Yet this is a time when employment levels are high. If a depression occurs, the handicapped would be the first to be laid off.

Millard A. Rice, national director of public relations for the Disabled American Veterans, deplored the threat inherent in reduced budgets of Government agencies committed to aiding the rehabilitating of the handicapped and helping them to obtain a fair share of the country's jobs.

The Association in its work has drawn upon religious, veteran, and union and civic groups in setting up an Advisory Council to further its work.

The Association believes that only if all groups place continued emphasis on jobs for the handicapped can plenty of jobs be opened to them.

¶ On April 14 the United States Supreme Court held that a collective bargaining contract can reduce a veteran's job seniority rights after he has been back on the job for a year.

The ruling concerned a test case in which a veteran who had his seniority cut from 9 years to 6 months. A circuit court had ruled that the Selective Service Act prohibited a collective bargaining agreement from cutting down a veteran's seniority even after 1 year.

The Court's opinion said that while Congress did not intend to have a veteran's rights nullified by an employer "at will," nevertheless, "we cannot agree that they were given to last as long as the employment continues, unaffected by the expiration of the 1-year period."

The legal test covered the provision of the Selective Service Act applying to employment with private firms and not with the Federal service. Section 12 of the act, covering veteran's preference, gives them priority where forces are being reduced in the Government.

¶ A lessening of the nursing shortage, at least in areas where employment conditions are favorable, is predicted by Helen M. Rorer of the American Nurses Association's Professional Counseling and Placement Service. This is attributed to the successful operation of the counseling and placement centers which the nurses' associations have thus far established in 27 States. More and more nurses, Miss Rorer says, and employers as well, are turning to the counseling offices for assistance.

Of the nurses who secure employment through the professional counseling and placement centers, two-thirds are attracted to hospital positions. The remainder choose public health, private practice, and the field of nursing education.

Employment Service activities at a glance, February 1947

	Number	Change from previous month
Over-all		
Reception contacts	7,431,200	11% decrease.
New applications	651,700	14% decrease.
Referrals, nonagricultural	724,500	7% decrease.
Placements, nonagricultural	348,100	5% decrease.
Placements, men	225,400	3% decrease.
Placements, women	122,700	8% decrease.
Placements, handicapped	15,700	2% decrease.
Counseling interviews	113,000	7% decrease.
Total employer visits	155,000	1% decrease.
All veterans		
New applications	246,700	18% decrease.
Referrals, nonagricultural	282,200	7% decrease.
Placements, nonagricultural	123,200	4% decrease.
Placements, handicapped	10,000	2% decrease.
Counseling interviews	71,700	8% decrease.

Employment Service Aids Seasonal Industries . . .

THE coming summer months will mark a period of intensive activity in State and local offices, particularly those serving so-called rural industries. Several hundred thousand workers will have to be on hand to can and preserve the products of orchards and farm, as well as to meet the goal for timber production set at 36 billion board feet for 1947.

State and local office staffs are now endeavoring to anticipate the extent of the labor needs of these industries, as well as figuring out ways and means to have workers available at the right time and place to meet crop peaks and harvest emergencies.

From last year's experience—when bumper crops were handled—local office staffs are finding the clues for this year's recruiting activities. In the local office stories which follow run two bright threads of conviction: Community teamwork and well-developed plans are two indispensables to guarantee that workers will be on hand to meet any challenge of need, weather, crops, or time.

From the national office come articles which give current over-all pictures of the food processing and lumbering industries, with the problems incidental to their labor requirements, and a picture of the fast expanding construction industry, with its manpower allocations.

CANNING—INDUSTRY OF PEAKS, PERISHABLES, AND SPEED

By **RHODA BUXBAUM,** *U. S. Employment Service, Washington, D. C.*

MOBILIZING workers for the Nation's canneries is a job that hits primarily the small and medium-sized local offices—one that calls for speed split-second timing, and resourcefulness. A period of unusually favorable weather and rapidly maturing crops may mean that within a few days the work force must be increased from a small maintenance crew to a peak staff large enough to keep a plant humming around the clock. A premium is placed on speed. Delays in handling orders can cause serious food loss.

The problem isn't new, but in recent years has been intensified because of attempts to produce increasing quantities and varieties of highly perishable foods. Greatest impetus to the growth of the canning industry in the United States came from industrialization with the resulting concentration of population. The decline in home-grown produce, employment of women outside the home, the housewife's desire for more leisure, the perfecting of suitable containers, and improved canning machinery provided added stimulus.

Today, the cans of fruit and vegetables, jars of preserves, and packages of dried and frozen products on the grocers' shelves are proof of the acceptance, by a large part of the population, of modern methods of food preservation. Consumption of canned fruits and vegetables has risen from approximately 36 pounds per person in 1920 to 105 pounds in 1946.

The need to can and preserve fruits and vegetables within a few days, or even hours, after they are harvested makes the industry the most seasonal of the manufacturing industries. Although the seasonal pattern varies among States, active operations for the country as a whole usually begin in May and gain momentum each month to reach a peak in August or September, after which there is a rapid decline.

Because of the highly seasonal nature of the industry, large numbers of workers are required for short periods of time. Employment figures vastly understate the recruitment job. Differences in the timing of peak requirements among plants in the same State and even within the same area mean that many more different workers must be recruited than the employment figures at any one time would indicate. Of the 350,000 workers usually employed at the peak of the canning season, only 6 percent have continuous employment for half a year or more and

still fewer work throughout the year. A study conducted by the Women's Bureau of the Department of Labor showed that one-third of the workers employed in the industry worked fewer than 4 weeks and another one-third worked between 4 and 8 weeks.

Canneries are found in almost every State but there is a marked concentration in those areas where soil and climatic conditions are most favorable for canning crops. About 30 percent of the industry's workers are employed on the West Coast, 21 percent in California alone. Another 40 percent are in New York, New Jersey, Illinois, Pennsylvania, Wisconsin, Maryland, Indiana, Louisiana, Florida, and Maine.

Most of the 3,000 plants in the industry are relatively small. The typical plant employs, on the average, fewer than 50 workers. In only 1 of 10 plants does the number of workers exceed 100. Of course, the scale of operations at peak is much greater, with some of the large canneries employing several thousand workers.

Heavy Demands on Small Offices

Most canneries are located in small communities close to the source of their raw materials and obtain workers from the immediate vicinity. Consequently, the burden of recruitment falls on the smaller offices, whose staffs frequently work long hours during the peak season filling orders for seasonal labor. The majority of these are housewives, farmers, farmworkers, students, and workers normally employed in other industries. In some States, particularly California, Florida, Delaware, Maryland, New Jersey, and New York, migratory workers constitute an important source of supply. Migrant labor is also used in Illinois, Indiana, Michigan, Oregon, Texas, and Washington. During the war, imported labor, prisoners of war, servicemen on leave, vacationists, and industrial workers supplemented these sources.

Large numbers of women are employed in the canning and preserving industry, especially during the peak season when they constitute between 50 and 60 percent of the labor force. The proportion of women varies with the type of product canned. Women outnumber men in plants processing highly perishable fruits and vegetables where much of the work is done by hand. However, in canneries packing corn, peas, pork and beans, and sauerkraut, they usually constitute less than half the labor force. Manpower shortages during the war opened many new opportunities for women. For the first time, they were employed in processing jobs involving control of retorts and of pulping, extracting, evaporating, and scalding equipment as well as the operation of closing machines.

All canneries have peak periods when deliveries of perishable products reach greatest volume. During such periods, which usually last for 2 or 3 weeks, a large part of the labor force works extremely long hours.

Where mechanized equipment is used and the work pace is set by the speed of the machine, workers are usually paid a fixed hourly rate. In hand preparation, however, piece rates are more common. Some plants give a bonus based on output or attendance, in addition to the regular rate. Premium rates for overtime work are less common than in most other manufacturing industries. Canning establishments engaged in processing perishable fruits and vegetables are exempted from the overtime provisions of the Fair Labor Standards Act for 14 weeks a year, and during an additional 14 weeks work at straight time is authorized for 12 hours a day or 56 hours a week. In unionized plants, however, contracts frequently provide for overtime pay during the exemption period.

Approximately 40 percent of the workers employed during the peak season are under union agreement, with the largest concentration of organized workers on the West Coast.

Although the canning and preserving industry has grown faster since the turn of the century than any of the other food industries, its rapid rate of growth is expected to taper off. To a large extent, expansion of the industry represented a shift from home canning and preserving to commercial canning and most of this shift has already taken place. Prior to the war, the industry's rate of growth had already begun to slacken but heavy Government demands and greatly increased consumer income resulted in a tremendous production boom. Output rose from 9.5 to 14.5 billion pounds between 1939 and 1945, accompanied by an increase in average monthly employment from 156,000 to 219,000.

Factors Affecting Production

While output during 1946–47 is expected to be the highest on record, continued high levels of production depend largely on maintaining private consumer purchases high enough to offset the decline in Government purchases. From year to year per capita consumption of food tends to remain fairly stable, but with high levels of consumer income there is a shift from cheaper foods such as potatoes and grain products to the more expensive foods—meats, fruits, vegetables, and dairy products.

The desire for prepared foods against fresh market products is also an important factor in determining the demand for processed fruits, vegetables, and seafood. Use of processed foods eliminates the need for cleaning and preparing and reduces the amount of cooking time. Continued demands by housewives and restaurants for time-saving methods of food preparation may lead to increased reliance on processed foods.

The extent of employment opportunities in the next few years will depend largely on the level of national income; the demand for processed food as against fresh produce; and the success of the industry in developing new processes for additional foods.

But even should employment opportunities fall short of the 1946 level, the responsibility of the Employment Service for rapid mobilization of large numbers of seasonal workers is not materially lessened. Several hundred thousand jobs will have to be filled in the coming summer months. Again public em-

ployment offices are being called on to evaluate their labor needs, enlist the cooperation of the processors and other community groups, and launch well-timed effective publicity and recruitment campaigns. As in past seasons, weather conditions and other problems of an unforeseen nature will call for flexibility, imagination, and swift action on the part of local office staffs for unlike other industries a loss of production in canning and preserving cannot be offset by a subsequent increase in output.

Dynamic Recruitment . . .

All Out for Cannery Tasks

By **AMOS J. BOYER,** ***Columbus, Ohio***

THE staffing of its 100 food processing plants annually presents a gigantic recruiting challenge to the Ohio State Employment Service. In the space of a few weeks, enough workers must be found to assure that the crop yield is packed from more than 32,000 acres of tomatoes, 25,000 acres of sweet corn, 6,000 acres of peas, 2,000 acres of cabbage and cucumbers, 800 acres of cherries and lesser crop acreage. Last year the job was done without crop loss. This year the OSES has pledged itself to a repeat performance.

The season in Ohio begins with the cherry pack and continues until frost halts the harvesting of tomatoes and corn. Climatic conditions, of course, are important factors controlling the quantity and quality of the crops, and influencing the peak harvesting periods for various crops.

To meet the labor demands adequately, it is necessary to anticipate the peak production periods. Recruiting activities aim at having the workers available when the need is greatest; in being able to locate quickly personnel in the event of any emergency.

In 1946 the "food against famine" campaign was started with the advent of the new year. Likewise in 1947 plans got off to an early start. When the Ohio Canners Association held its annual meeting in January, the State director of the OSES was one of the speakers. He discussed the problems and highlighted the results of past seasons, and dwelt on the labor outlook for the approaching food processing and canning season.

The canners are especially interested in the plans for 1947 in the light of the return of the ES to State operation. They have been assured that every effort will be put forth to help solve their problems.

The initial meeting with the chairman of the labor committee of the Canners Association was held early in February. Plans were then made for a joint meeting with the State representatives in early March. At this joint meeting, a tentative program was developed. Considerable attention was given to out-of-area recruitment and local labor supplies as part of a thorough exploration of all labor resources and pools.

Discussion at the March meeting also concerned the subject of how much money canners wanted to spend for posters, handbills, and other promotional matter to be developed by the ES. As in past years, the eventual decision as to the amount of money to be spent is governed somewhat by the recruiting outlook for the year.

By the time of the next meeting in May between representatives of the canners and the ES, tentative poster models will be submitted for discussion and final decision as to design and distribution. Based on the program followed last year, the sequence of events during the remainder of the year will be along the following lines:

At the May meeting, the needs and recruiting problems will be presented by the processors on a county-wide basis, and ideas sought as to possible solutions.

Last year, the administrative staff gave ES managers a work sheet with instructions on completing the form so that an accurate picture could be presented in the managers' meeting at the end of May. These check sheets help to develop an individualized program for each plant, and provide a valuable device for the use of local office personnel, local managers, and the rural industries supervisor. Each sheet shows the number of workers needed, the number to be hired at the gate, the number to be furnished by the Ohio ES, the number to be recruited locally, and the number to be recruited from out of the area. In addition, it requires the office to develop, through the use of a check list, a plan of service to meet the specific needs of the individual canner.

At the managers' May 1946 meeting, a large chart was prepared and a complete listing made from the individual check sheets showing the local and State-wide needs. With this factual information, the group engaged in a round-table discussion on how each office could best meet these needs.

The State office had developed a program covering publicity plans, community cooperation, letters to former workers, and box holders. This, in printed form, was given to the managers and they were asked to follow it. Final drafts of the posters, with release date and posting information, were exhibited and

given the group. The discussion also covered such things as the timing of news releases, house-to-house canvassing, and the mailing of letters. Finally, the ideas were summed up and presented in concrete form so there would be no misunderstanding. Each manager was given an opportunity to present his need for additional office personnel to the State administrative staff before the close of the meeting. Allocation of workers was determined by local problems.

Appeal to Last Year's Workers

By June 15, the campaign will begin to move forward. Letters will go to all former workers recalling their assistance in the processing of food last season and how it helped to alleviate a national and even world-wide food shortage. They will also be reminded that because they stood by, there was no crop loss locally. The letter will invite them to help out again this year when America's world-wide food commitments must be met.

A second letter will go to these former workers on July 15. Enclosed will be a card containing the following items: "I am" or "I am not available for work," what hours he can work, does he drive a car and would he be willing to bring others, telephone number, and space to list the names of others who may be willing to help. The worker will be asked to fill in and mail this card promptly.

About this same time the canneries and the ES manager in each county will get together to discuss a community meeting. This usually takes the form of a dinner given by the canners, the heads of civic organizations and church pastors being invited to attend. Each plant manager will be given a chance to explain his labor needs. The ES manager will be on hand with his supply of local labor market information. An outside speaker will point up the crucial need for food, the shortage of labor, the tragedy and the waste if the crop is not harvested and processed. In past years, a local committee has backed up the recruitment drive. Consisting of the mayor as chairman, one man from each cannery, the ES manager, a member of the local newspaper, and the president of the ministerial association, this group arranges for speakers to appear before local civic groups called together if a labor crisis threatens.

By this time the program will have gathered momentum and stories on harvests will make the front page. Recruiting progress will be the subject of daily releases and news items. If workers are not responding in sufficient numbers to staff the plants, the managers will propose a house-to-house canvass. Further, an appeal can be made that every available person willing to work should register at the ES office.

In exceptionally tight labor crises where house-to-house canvasses are started, the local ES office and the cannery will furnish personnel. This type of campaign takes considerable planning and it is important that each worker is trained for the task. He must be more than a name-taker; he must be a salesman, and a top-notch salesman at that.

Last year an accurate daily record was kept. The number of calls made by each worker, the name, address, telephone number, and reaction of the individual called upon, were recorded on a card and the card filed in the local office.

As in the past seasons, corn and tomato posters will be placed in store windows sometime during the last of July. Last year, too, some of the canneries put displays in store windows showing their products and emphasizing the need for workers. Banners hung across the streets are also effective appeals for workers. By August 15, the tomato and corn processors will be operating and by this time handbills can be placed in every auto parked downtown on Saturday night urging every one to assist in this all-important job. Radio announcements will be made where this facility is available.

By September, the crop will begin to move to the plants in an ever-increasing amount. Interarea recruitment then must be stepped up and outside help rushed to the factories. Housing will be furnished by employers.

Additional publicity mediums used to stimulate recruiting include daily announcements over the public address systems at county fairs, material for the announcer coming from local office managers. And we have in the past, when the labor needs became acute, used airplanes to "bomb" the town with leaflets calling for workers. This type of activity, of course, has to be cleared with the city officials. Some of the leaflets entitled the holders to gifts—an additional incentive to picking up the pamphlets and reading them. This dramatic angle of recruiting stirs up good news stories and focuses attention on the crops that must be processed.

As crops pour in, the churches will make short announcements at Sunday services; State and county highway departments can be depended upon to urge employees to help out part time to prevent spoilage of crops; and other business concerns will usually lend workers to help during the emergency period. Some plants erect billboards to get the message of their needs across to the people. This year, too, an effort is being made to secure auto bumper cards calling for workers. Due to war restrictions, Ohio was unable to secure them in the recent years.

How to Keep Them on the Job

How to keep workers on the job, and overcome absenteeism, are two problems the canneries have to contend with. One of Ohio's enterprising canneries adopted an idea suggested by the State office of the ES to maintain the interest of the workers. By offering prizes, through weekly and seasonal drawings, workers stayed on the job.

Each day a worker reported for work on time he was permitted to drop a card with his name into a hopper; once a week three names were drawn, the lucky

persons receiving cash prizes ranging up to $25. At the end of the season an electric refrigerator was offered as a grand prize. This plan, in its first year of operation, cut turn-over 50 percent and effectively reduced absenteeism.

As a result of our efforts last season, we made over 11,000 placements; there was no crop loss due to shortage of manpower, and we earned the good will of the canners. We are trying again this year to hit the same mark of service.

First Crop—Key to Seasonal Manning

By JOHN G. SMALL, *Augusta, Maine*

EVERY year the Employment Service in Maine is confronted with the problem of supplying 3,000 seasonal workers to process more than 6,000,000 pounds of quick frozen peas and 225,000 cases of canned peas. These workers must be recruited for employment within a 5-week period, which may even be compressed into a shorter period of time should weather conditions hasten maturity. This huge pea crop usually starts to mature early in July. Since it is the first of many seasonal crops, a successful manning program usually means that beans, blueberries, corn, and other crops to be processed subsequently will be handled more easily, as much of this labor will be available. The pea crop is literally the key crop.

With a wage scale very appreciably lower than the majority of competing work opportunities, every possible source of labor supply must be explored to assure the processing plants of an adequate supply of labor. This is particularly true with reference to women workers.

The principal areas of operation are in central Maine and northern Aroostook County. A distance of 200 miles separates these areas. Experience has proven to us that little interchange of workers can be expected. Therefore, each area must expect to solve its own labor problems without assistance through the transfer of workers from the other.

Consequently, plans must be developed by the ES at least 2 months in advance of the opening of the season. These plans include the preparation of estimates of the over-all labor demands, not only for the two widely separated areas, but also for each of the 40 plants or stations scattered over an area of 30,000 square miles. Since much "new" labor must be recruited each year, the various local offices must work closely, not only with the processors but also with radio stations, newspapers, town officials, community groups, and other potential sources of labor. Most important of all activities is the laying of the groundwork of an emergency plan so organized that it can move into operation quickly and efficiently in the event of any unforeseen contingency. Operations in previous years have convinced us that the best assistance is secured through radio and newspaper publicity, letters to service clubs, churches, and other community organizations.

During late May or early June, an information kit is prepared for each local office affected, six in number—Caribou, Houlton, Bangor, Skowhegan, Waterville, and Portland. Included in this kit are 20 radio spot announcements of about 30 seconds' duration, a similar number of "plugs" lasting 1 minute and suggested radio scripts for preseason use. Likewise for the press we include prepared releases for daily and weekly papers as well as advertising copy aimed to cover every possible contingency.

The actual publicity is in two parts—first, the preseason institutional advertising developing the vital need of Maine food crops as well as the emergency nature of the processing operations. Secondly, emergency advertising and publicity to indicate specific plants in an area where crops are in danger of spoiling unless adequate labor is recruited immediately.

The preseason advertising and publicity is general in nature and covers all seasonal crops processed in the State. The advertising is paid for from funds appropriated by the Maine Canner's Association. Representatives of the association and personnel of local offices appear on the radio, usually in community service programs, outlining labor needs, status of crops, and estimating needs for workers for the various sections of the State.

During the active processing season, advertising for emergency help is paid for by the plant using the advertising. The information kits are supplied not only to local offices but also to all plant managers, radio stations, and newspapers. Should the plant manager be confronted with an emergency during office hours, he would ordinarily telephone the manager of the local office and ask that "Spot Number Three" be used six times between specified hours, inserting the name and location of the plant, the number of workers needed and the hour to report for work. Should an emergency develop after the employment office has closed for the day, the plant manager may call the radio station direct, giving the same information. Speedy action is possible since the radio station announcer has only to refer to the emergency kit on file at the station and withdraw the appropriate "spot" or "plug" requested.

Newspaper advertising is drawn up in much the same manner. Individual advertisements of various sizes are prepared with blank spaces for the name of the plant, location, number of workers needed, and

hour to report. As in the case of the radio scripts, these dummy ads are supplied to each local Maine State ES office, each newspaper in the area and to each processing plant manager. This distribution saves much time, particularly when speedy action is necessary.

All local office managers have at various times utilized extraordinary methods of publicity in order to recruit emergency workers, particularly after office hours. One manager, confronted late one evening with an urgent demand for 100 workers for a special night shift, necessary because of an unexpected influx of peas during hot weather, went before the audience of a band concert as well as several motion-picture theaters. By pointing out the emergency and making his appeal he was able to recruit more than enough volunteers to save a large shipment from spoilage. Another local office manager who early in the season felt that one day he would be faced with demands for emergency labor enlisted the aid of service clubs and women's church organizations. Arrangements were completed whereby many of these club members agreed to act as emergency workers. Captains were appointed who would be responsible for notifying and furnishing transportation to a certain number of their members. Several times during the season these groups were called on to save a situation. The wages paid to their members were donated to the funds of their respective clubs, thus assisting their various projects.

The success or failure of any manning program for plants processing perishable food products such as peas, during an extremely limited season, depends almost entirely on the advance preparation which has been made. For when the emergency descends upon the entire seasonal food processing industry, or upon a single plant, there is no time to formulate or execute any extensive advertising or publicity program. It has been found that the chief problem is informing the public of the urgency involved in processing food crops at their maturity. Once the public understands this problem, adequate labor reserves become available. The preacher from his pulpit, the merchant from his counter, the housewife from her home, and the man on the street, all make certain that labor will not be lacking when needed.

The Importance of a Plan

By **DON P. CRAM,** ***Santa Ana, Calif.***

IN SOUTHERN California, we have found that local residents are generally not available in sufficient quantity to meet peak labor demands of employers engaged in seasonal activities. Therefore, throughout our entire program, we have stressed the idea of teamwork. This emphasis, coupled with acceptance of the notion that careful planning is a prerequisite for orderly recruitment, has produced what we feel to be substantial progress; hence, it is our conviction that planning is a basic step for providing an effective Rural Industries Service.

We have also felt that initiative in this planning concept should stem from the State supervisor, Rural Industries, because he is in a position to provide an over-all viewpoint and to point up to local offices various problems in the State as a whole and to direct attention to the need for one or several offices to recruit workers for some specific employer or industry.

One of the preliminaries to our Rural Industries Service was a survey by each local office of the employers requiring large numbers of workers at some given time of the year. Some of the fundamental points to be covered were: (1) location of the employer's establishment; (2) an estimate of labor requirements each month during the year, by sex; (3) conditions of employment, including reference to wages, hours, and local housing conditions; (4) description of the employer's hiring practices; (5) sources of potential labor supply—local, other than local, including migratory; (6) composition of the labor supply, e. g., youth, men, women.

Following the survey by approximately 40 offices, the State supervisor, Rural Industries, analyzed the data and prepared a composite report which pointed up the most important activities in the State. For each seasonal activity, it showed the starting, peak, and completion dates, and the number of workers, by sex, that would be required. The report was effective as a training and planning tool, to emphsaize to operations personnel the necessity for collective action with reference to some particular recruitment campaign. Recruitment became less difficult as placement personnel in local offices studied the report and became fully aware of conditions in the State as a whole and their ability to serve employers outside their own area as well as local industries. Employers likewise were interested in the report, for it showed clearly when and where a potential pool of workers would be available. Thus planning for recruitment became more systematic and chances for success increased.

Take, for example, the case of a large cannery located about 40 miles from metropolitan Los Angeles. Each year it places an order for a large number of workers with the Employment Service. This cannery is located near a small city, which is the center of a surrounding population of 35,000, most of whom live within a radius of 10 miles of the plant.

Our preliminary survey showed that a large per-

centage of workers were engaged in packing citrus fruit, which eliminated them as a potential source of labor supply for canneries since citrus-packing work, rates of pay, regularized employment, and superior working conditions are more attractive than employment at this particular fruit-and-vegetable cannery would be.

Since the vegetable- and fruit-canning seasons of the employer were well defined, except for variables caused by changes in weather and other unforeseen developments, the local office staff, the State supervisor, and the employer met in conference to discuss plans for recruitment. It was the consensus that about 25 percent of the workers employed during the previous season would be available for employment while finding the remaining 75 percent would be our problem, since recruitment would have to be among new or inexperienced workers in the locality or outside the area. It was also agreed that, while workers living in the immediate vicinity of the plant would be the more desirable, experience had proved that it would be necessary to get workers from the surrounding territory to fill up the employer's requirement at peak season. It is in connection with the recruitment of workers from outside the local communities that definite plans and arrangements are needed. Because public transportation to the plant is generally not satisfactory, the employer must arrange other means of travel, such as "share-the-ride" drives, or provide bus transportation.

To meet the Turnover Problem

In our planning we recognized that excessively high turn-over would require sustained recruitment throughout the whole canning season. Past experience showed that for a period of from 6 weeks to 2 months, 8,000 workers would have to be recruited in order to maintain a daily pay roll of about 2,000 workers.

Another example serves to point up the wisdom of advance planning.

A fruit and vegetable cannery is situated in a small isolated rural town about 85 miles from downtown Los Angeles. Within a radius of 25 miles there were few other communities. Owing to a lack of local sources of labor supply, we had to first consider the problem involved in recruiting workers who lived 30 to 100 miles from the plant. Past experience indicated that the employer, in order to attract a required labor force, would have to provide housing facilities at the cannery. This allowed for utilization of those migratory workers or residents of metropolitan areas who could travel and live temporarily at the point of production. We also checked the employer's estimate of the number of workers needed, his staffing schedule, hiring practices, wage rates, and other pertinent employment data.

Data were obtained approximately a month before the start of the season. At least 2 weeks before the actual opening of the cannery, the order-holding office was advised to extend the order to other offices within the immediate area of recruitment. The State supervisor then assumed the initiative and provided follow-up by notifying field supervisors, and putting appropriate local office managers on the alert. Because of the large number of workers involved, the State supervisor, in cooperation with the State chief of information, sponsored a newspaper advertising campaign in order to attract applicants.

Transfer or interchange of workers from one pack to another is best illustrated by a comparison of orange packing and fish canning. The "Valencia" orange season is from May until October. Fish canning is at its peak from October until April. Thus many workers can readily move from orange processing in October to fish canning, remaining there until March or April, when they can return to the orange industry. This example serves to illustrate the opportunity to dovetail employment in rural industries and how by planning we can be prepared to meet it. Looking back on the 1946 season, three steps serve to summarize the method of approach that has served us well:

Three Steps and Cooperation

1. The local office survey for the purpose of describing each seasonal activity carried on in the area served by the local office. This includes basic data on industrial activities, as well as agricultural and food processing activities. It also is intended to cover the composition of the local labor supply, the relationship of various activities to each other and specific needs of employers to meet their peak labor demand.

2. Coordination of the individual local office survey reports, analysis of data, and a composite report for the State as a whole so that valid training and planning data will be available to rural industries personnel at all levels of operation. This step also includes the responsibility of line authority for making suggestions as to appropriate recruitment techniques and methods; e. g., radio or newspaper advertising, interoffice placement, door-to-door solicitation, and distribution of handbills. It also includes the concept that the State supervisor must assume the initiative and assist local offices in planning their program. All material for proper planning is either available in local offices, or can be obtained by local office personnel in the course of their field visiting and job development program.

3. Participation and support by field supervisors in urging cooperative action between local offices where large numbers of workers must be recruited and transferred to a specific location. This also embodies the principle that the field supervisors retain responsibility for evaluating the Rural Industries Program and for pointing up weaknesses in it.

Nor is the relationship of agriculture to rural industries overlooked. Between the ES and the Extension Service Farm Labor Offices cooperation flourishes. In fact, gratifying results were obtained in several instances where workers were transferred back and forth between agriculture and food processing.

Lost Week End . . .

Little Time and Lots of Teamwork

By **J. J. SUGDEN,** *Rochester, N. Y.*

AT 1 O'CLOCK on Friday afternoon, June 21, 1946, the telephone rang in our Oswego, N. Y. office. A call for me—there must be trouble some place. . . .

I had been making a final check-up trip to our offices in Oswego, Onondaga, Wayne, Ontario, and Yates counties. Employment Service superintendents and office managers had done a fine job in making certain every local resident knew of the need for labor in the food processing plants. I wanted to see for myself if we had covered every possible source of labor supply so no shortages would occur during the coming green-pea processing season.

Canning and freezing of green peas would start with a bang at nearly 100 locations in the State on the following Monday, and with favorable weather conditions, would continue at high speed for about 3 weeks. Plants processing green peas are stretched from the Utica area to the Niagara frontier, in a section of the State approximately 200 miles long by 75 miles wide.

Farmers had already been notified by food processing plant field men to begin cutting peas early Monday morning. Hundreds of trucks would start hauling the green vines into the viner stations where the peas would be threshed from the pods—the first step in the processing operations. Thousands of tons of the green vines would be kept rolling along highways to keep viner stations operating at capacity.

The freshly shelled peas would pass quickly from the threshing operation at the viner stations into the cans and into the freezing packages at the food processing plants. The vines and empty pods would be conveyed to silage piles to be sold to dairymen for cattle feed. New York State's high quality pack of green peas would occupy the energy and skill of some 12,000 persons for fully 3 weeks.

A Job for Muscle and Endurance

The food processing industry in New York State annually requires between 2,500 and 3,000 men to pitch peas onto the viner belts at the viner stations. The work is heavy and, after the first few hours of pitching, the green vines on the end of a pitchfork seem to weigh twice their average weight of 30 to 40 pounds to a forkful. In torrid weather, the steady pitching quickly becomes an exhausting job.

Loads begin arriving at most viner stations as early as 6 a. m. The majority of stations work until 6 o'clock at night, and many work until 10 o'clock or midnight. Soft, inexperienced workers, even though stouthearted and willing, cannot stand the pace for more than a few hours at a time.

The moist green vines and pods of tender peas are highly perishable. A few hours' delay in threshing sometimes causes heating. Even slight heating causes peas to become tough; excess heating makes them moldy. Overheated peas are unfit for human consumption and are dumped on the silage pile. Still the long strings of trucks, with their heavy loads of vines and pods full of green peas, continue to arrive at the viners. They must be unloaded, pitched onto the viner belts and threshed. Nothing, absolutely nothing, must interfere with the quality of the pack. If New York's green, sweet, frozen, or canned peas lose favor with the housewife, both food processors and farmers can expect to lose a good market.

Earlier in the year, representatives of the ES had met with the representatives of the Association of New York State Canners, with labor people representing individual food processors and growers, with local farm-labor cooperatives, and with labor representatives of the extension service of the New York State College of Agriculture. From the known acreage of peas planted, from the expected yield per acre, and the expected tonnage that would be packed in 1946, an estimate had been made of a minimum of 3,000 able-bodied men needed to operate the viner stations. Another 1,500 temporary workers, in addition to the 7,500 regularly employed, would be needed in the factories.

Plans Go Awry

ES offices had estimated that a local supply of about 1,800 able-bodied men could be recruited to work at the viner stations. The 1,500 temporary workers needed in the factories could also be locally supplied. The extension service of the New York State College of Agriculture agreed to request that 1,200 foreign workers, mostly Jamaicans, be sent into the State for the pea harvest. These workers would also be used later for other kinds of agricultural work. With all of the advance arrangements in mind, I had planned a quiet week end at home, and an early arrival at the office on Monday morning.

But to get back to that phone call . . .

"It's Ithaca calling," said the operator. "The Extension Service wants to talk with you." "Hello, Joe! Bad news," the voice on the other end stated. "We're getting 900 Jamaicans at most for Monday morning; it may be only 800. We've been trying to locate some other source of supply, but so far, we've drawn a blank. It looks as if you will have to depend on your own resources to fill this gap. Maybe employers will have to get by with less help." I visualized those long lines of trucks that would start rolling

early Monday morning. I knew that farmers and processors alike would face dollar losses and consumers would lose badly needed food if those truckloads should have to be reduced. So there was only one answer: "We will have to find the 300 to 400 workers some place. We'll go to work on it right away."

Gone was my quiet week end—the season was opened as of the moment.

I knew when I telephoned our regional clearance and asked them to dig up 300 able-bodied male workers for the following Monday morning, they would spare no effort to do so. I knew, too, that I could count on district superintendents and office managers. They, too, would lay everything on the line in order to fill the needs.

By telephone and by telegraph all offices were asked to help assemble the needed manpower. S O S calls were wired to other States, unemployed veterans were asked to volunteer, newspapers and radios flooded the State with appeals for help. As a result, the last-minute labor shortage was made up in record time. The Utica office alone called in 1,100 people. Migrant workers came from Tennessee, Pennsylvania, and West Virginia to answer the call.

Fortunately for the farmers and food processors of New York State, the ES has always maintained an active, keen, and vital interest in anything relating to agriculture. District superintendents, local office managers, and the entire personnel of the ES have always recognized the importance of placement service to agriculture, and related industries. They have cooperated closely with growers, associations of farmers, county agricultural agents, food processing plant managers, and field men—all working together toward a common objective, to get the job done right.

The cooperation maintained during day-to-day relationships pays off splendidly when the ES is confronted with difficult emergency recruitment tasks.

Planning and Planes Put Workers in Canneries

By **PRESTON R. RIELEY,** ***Philadelphia, Pa.***

THE 1946 drive to recruit workers for New Jersey canners was successful. We planned it that way.

Planning and careful consideration of routine details made it possible for us to accomplish not only a lot of run-of-the-mine recruitment jobs but some which were considered spectacular.

On the spectacular side, was a high-speed recruitment job for 50 women required to fill an unpredictable need at one cannery in Bridgeton, N. J. Within 48 hours after this need became known, we were hiring workers in the Pittsburgh, Pa., office by use of previously developed recruitment and screening techniques. Forty-eight hours after recruitment began the 50 girls were actually working in the plant.

The "window dressing" feature of this otherwise routine effort was the speed of recruitment and the fact that special transport planes delivered these girls in Bridgeton less than 2 hours after leaving Pittsburgh. Naturally, the newspapers considered this mode of of transportation worth featuring and the ES received very favorable publicity.

Recruitment in this particular drive was simplified because of the employer's cooperation in making air travel available. Girls who might not have considered the job worth investigating accepted employment in order to take their first airplane ride. Only 4 of the 50 girls who made the trip had been in the air before and their reactions during the trip would be a story in itself. However, they arrived in Bridgeton well, happy, and ready for work. As a result, hundreds of tons of badly needed tomato products were preserved for the Nation's tables.

While this recruitment trip had not even been considered in January 1946, the basic plan of recruitment, which proved successful, had actually been completed at that time. The preseason estimates of migrant workers needed had been double-checked against previous experience and related to the amount of housing known to be available. The clearance orders for migrant workers to be used from May to September were completed to the last detail in March. Promises of assistance from labor surplus States were obtained in the early spring and, we are happy to report, were fulfilled at the time of need.

Naturally, cannery employers were kept aware of the recruitment plans and were organized for the purpose of a cooperative recruitment effort. ES personnel, experienced in servicing cannery employers, were gathered into a recruitment unit and trained to work as a team. This team developed the plan, wrote the handbills, placards, newspaper ads, radio spot announcements, and other advertising media and worked out the timing and action schedule for the recruitment drive.

The food processors set up a fund to be spent, under ES supervision, for recruitment purposes and when this team moved into West Virginia, a week before recruitment was to begin, all known factors had been considered and integrated into the plan.

The team found State ES officials in Charleston, W. Va., prepared to give their complete cooperation. They offered the facilities of five local offices for recruitment purposes. The team visited each recruiting area for the purpose of meeting local office personnel,

arranging for newspaper and radio coverage, and transportation facilities.

The various methods of publicity used in 1946 were as follows:

1. ***Handbills:*** Experience indicated that handbills broadcast over rural recruitment areas did not always give efficient coverage. A simple handbill referring applicants to ES offices was printed for limited distribution, to be discussed later.

2. ***Placards:*** The best type of printed publicity was found to be placards of heavy cardboards. These were placed with scotch tape because they "stayed put" better and were not easily removed.

3. ***Radio advertising:*** Thirty- to forty-second spot announcements over local radio stations, inserted between "soap operas," news reports, and musical programs, reached the most listeners.

4. ***Newspaper advertising:*** We found that while some newspapers advertising was necessary from a public relations angle, want ads did not draw as well as other advertising media. However, three-column inches were placed in most local papers.

5. ***Sound equipment:*** In fair weather, loud speaker equipment on an automobile created a great deal of interest. Short spot announcements larded between "hot" records reached workers in many rural centers, especially in mining areas. Crowds always gathered, when sound equipment was used, and handbills were distributed.

6. ***Movie trailers:*** Short help-wanted announcements filmed on movie trailers were found acceptable to theater managers and carried the story to large groups of movie-goers. Prepared trailers must be obtained in advance. Their cost is small and most small-town movie houses are willing to run the film without charge.

Transportation for the workers was arranged with the main-line railroad servicing the area and workers were brought to loading points by independent bus lines. Railroad officials arranged for a special car to be attached to regular trains so that the workers were transported to New Jersey without any changes. Despite the special services offered, only the regular fare was charged and the per capita transportation cost was actually lower by rail than it would have been if special busses were employed.

Three days before recruitment was to begin, radio and newspaper advertising was started. The team circulated through all rural recruiting areas, placing handbills in crossroads stores where they were stuffed into grocery bags, erecting placards in store windows and on outside surfaces, and using the loud-speaker equipment wherever people were gathered. During the evenings, the team took the sound truck to recreational areas where the music attracted crowds. Operators of taverns, dance halls, etc., were also highly cooperative and helped advertise the campaign.

Employers' representatives arrived the day before recruitment began and were assigned to local offices. Under the organization plan these representatives had little to do except sign up workers who had been previously recruited and screened.

Shipment of workers began immediately after the drive opened and was scheduled in sufficient numbers to make a full carload every 2 days. The scheduling of transportation and supervision of the movement of workers was under the direct supervision of the ES team.

Because of the advance work done by the team, the recruitment was completed in a routine manner and the employers' needs were filled as fast as the workers could be absorbed at the plants. The recruitment cost to the employer was less than $3 per worker, over and above the transportation charge, and each employer paid his share according to the number of workers received. The transportation cost averaged about $12 per worker, which was deducted from the worker's pay in small weekly amounts and held until the end of the season.

The experiences of the recruiting team were interesting and of lasting value. They worked diligently, but had fun, too, and they earned it.

Spirit of Growth

(*Continued from page 2 of Cover*)

development. In addition, the information is used by the local employment offices in assisting displaced war workers, returning veterans, and new entrants to the labor market making occupational choices and vocational adjustments.

The area labor market information is available for more than 160 of the most important areas throughout the country and covers over two-thirds of the nonagricultural employment. Each local employment office prepares a monthly statement of the current labor market conditions and anticipated employment developments for all of the important areas. The information is especially important in guiding the geographical shifts of workers and in assisting veterans and other job seekers in making decisions concerning nonlocal employment opportunities.

Mr. Stocking also commented as follows on the Occupational Guide, which represents the cooperative efforts of the local employment offices and the USES to assemble significant employment counseling information on an occupational basis.

We are bringing together in an Occupational Guide all the basic information related to each occupation selected for such treatment. These guides include job summary; work performed; training requirements; related occupations; physical activities and working conditions. In addition to this information there is included a description of the economic characteristics such as industries and areas in which occupations occur; stability of employment; current and long range job prospects; wages, weekly and annual earnings; hours of work; hiring practices; entrance and advancement on the job; and union membership and dues. This series promises to fill one of our urgent needs for employment counseling materials.

In recently reviewing the Occupational Guide Series we have had the benefit of advice that has been of great value to us from members of this association. It is our hope that in meeting our own employment counseling needs that we may be able to be of genuine assistance to groups outside of the ES concerned with vocational guidance by supplying them with the information we develop.

Unity of Effort Highlights Recruitment for Canneries

By **VIRGIL W. NOBLES,** *St. Paul, Minn.*

THE processing of commercially grown vegetables is one of Minnesota's most important industries.

Annually some 165,000 acres of the State's most fertile soil produce crops of peas, corn, asparagus, squash, carrots, lima beans, and green peppers valued at approximately 40 to 45 million dollars.

During the war years, perhaps Minnesota's most important contribution to victory was the iron ore that flowed in ever-increasing volume from the rich Mesabi and Cuyuna ranges of the State. However, many of the State's leaders contend that even more important was the manner in which the State's farmers and its food processors and canners, hard pressed as they were for manpower, met the insistent calls for more and more food production.

If the maturing crops are not to be lost, upwards of 20,000 jobs in some 28 canneries of the State must be filled on a definite time-and-place schedule. Late in February of this year, the first step was taken toward organizing for this recruitment job. What in Minnesota has come to be looked upon as a routine planning conference was held in a prominent Minneapolis hotel. Those present included representatives of the canning plants, the Division of Employment and Security (among them 15 managers of local State Employment Service offices) and the Agricultural Extension Service.

Far Cry From The Old Days

In a manner that bespoke much experience, the various plant managers outlined their 1947 manpower needs. In turn, the SES and Extension people discussed ways and means to meet the needs—all this was taking place at a time when Minnesota fields were still covered with snow. To those who have followed the growth of Minnesota's food processing industry, this meeting and cooperation was a far cry from what used to happen "back in the good old days," when it was a matter of rugged individualism and "divil take the hindmost."

But between the old days and the present, the canneries had perfected an organization that spoke not for individual units but for the industry as a whole. Along with this development, the industry, the ES, and the Extension Service workers have been gradually drawing closer together until, largely as a result of wartime experience, they now function as a single unit.

Thus before this February meeting adjourned, the Extension Service and the SES had exact information on the manpower needs of every plant in the State. Not only that, but a week-by-week schedule of labor demands had been prepared during the planting and harvesting season. In addition, arrangements were made for a series of area meetings in April, at which time additional details were to be worked out.

Thus Minnesota, early in 1947, prepares itself for community mobilization of its workers and such other exigencies as labor utilization, transportation, housing and feeding of workers, wage schedules, publicity, and other phases of manpower recruitment, so that in the final analysis food in cans may travel to the tables of the world, near and far. At the outset, in the discharge of its responsibilities, the Minnesota SES outlined a program for "Recruiting Workers for Vegetable Canning, Freezing, and Dehydrating Plants." This program will be the pattern, altered slightly to fit the needs of different plants and areas, during the coming season.

The following is the outline for the recruitment campaign followed by 12 local offices staffing the canning plants in their areas.

1. ***Local committee for recruitment***: This committee includes mayors, service clubs, commercial clubs, veterans' organizations, women's clubs, school superintendents, volunteer representatives, ministers, parent-teacher associations, victory aides, farm chairmen, home demonstration agents, etc.

2. ***Proclamation by mayors*** designating a certain day as registration day.

3. ***News items and editorials*** in local papers same day as proclamation and continuing through campaign.

4. ***Radio and newspaper advertising*** starting April 9. No restrictions on space or time used. (Second program, featuring corn-pack needs, to start about July 20. This may also utilize posters and handbills.)

5. ***Weekly bulletins*** to all cooperating organizations throughout the campaign.

6. ***Pooled advertising in selected towns,*** week starting April 16, by employers; ads of a uniform size. The ES to supply copy for the cooperative section of the ad, the cost of which is prorated among the advertisers. This will stress the need for community action, as well as the registration dates and places for registration.

7. ***Notice by employers*** to former employees, enclosing company application blanks, asking them to complete the blanks and turn them in either direct to the company or to the ES representative on registration day.

8. ***Mass registration*** in all towns in the area starting April 23 through May 12. This will attempt to register all full-time, part-time, and vacation workers.

a. Self-registration of all employable students interested in jobs. The county agricultural agents and an ES representative will both appear before student

bodies to stress the need for full utilization for entire summer period. Transfers from farm to canning factories and back to farm again will be encouraged.

b. Registrations at central points in each town. All completed company registrations will be turned over to the ES for checking on registration day, together wtih lists of former employees.

c. House-to-house solicitation. Various local organizations assist in this work.

d. Agricultural Extension Service registration of businessmen for emergency farm and field work, working through their local trade center committees.

9. *Follow-up* with emphasis on individuals known to have worked previously but who have not as yet reregistered. This to be handled through local organizations by phone or personal contact. Unlimited advertising as emergency needs develop.

All of these activities are subject to close coordination between the plant managers and the employment offices so that there will be no duplication of effort. In many cases canning plants furnish us with additional paid personnel to assist in the recruitment.

After immediate and adjacent areas have been canvassed for workers and the need for additional workers is estimated and arrangements for transportation, housing, and feeding are agreed upon, recruitment will be carried on in other areas where there appears to be a surplus of workers.

Where it is necessary to bring in migratory laborers, suitable living quarters and barracks are to be provided. Showers, lockers, washrooms, dressing tables, and mirrors in separate barracks for women will be installed, with matrons assigned to each. Workers will be assembled at places of recruitment and transported by bus, furnished by the employer free of charge, from the place of recruitment to the place of employment. Advance radio and newspaper publicity will precede this recruitment.

It has been customary for employers to allocate funds for this purpose and the allotment will be distributed to local offices where recruitment is to be conducted. Prior to the closing of the schools, arrangements will be made for school registration. Practically every worker, whether full-time or part-time, will be contacted. Housewives, business employees, also will be used as part-time workers.

In order to evaluate the result of last year's operations—the good points and weaknesses—a summary report was assembled on every canning plant in Minnesota. This report showed, by plants, the hires, regular and seasonal, part-time workers, quits and reasons for quits, discharges, lay-offs, sources of hire through the entire area, means of transportation, and most successful recruitment methods by each local office. This summary will be used as a guide in 1947 operations. The good features will be enlarged upon and the bad features eliminated. All of the information contained in the summary has been distributed State-wide and reviewed by all local offices.

During 1945 and 1946, occupational analysts performed actual observations and studies of 142 different jobs in the canning and industrial plants. Individual job specifications were prepared which listed the duties required of the workers, the physical activities involved in the performance of the job, and the employer's minimum requirements for the hiring of workers for each specific job. This staff also prepared two graphic flow charts and photographs showing the flow of the product, the workers and equipment involved from the time the vegetable seeds were planted and through all the processing operations until the finished product was stored in the warehouse.

This industry-wide occupational analysis and industrial service, requested by top management of two of the largest companies of this kind in the Nation, has served three main purposes:

1. Furnished industrial management with correct and detailed information on jobs within their own organization and acquainted them with the type of technical services we are equipped to perform for them.

2. Furnished personnel in our own offices with complete and accurate job information on all job openings they are called upon to fill and to improve our placement service to both the worker and the employer by insuring the intelligent referral of qualified applicants for a specific job.

3. Systematic area planning, coordination with plant management, and community acceptance constitute the main reasons why it was possible to staff the food processing industry in Minnesota. A thorough canvass of all workers, knowledge of potential labor supply, and the necessary action taken made it possible to mobilize the working force necessary to successfully complete this major undertaking.

Workers for a "Blue Ribbon" Crop

By JOHN F. HEATHERSHAW, *Des Moines, Iowa*

IOWA'S choice sweet corn is annually packed by 50 canning plants most of which are located in the eastern half of the State. A few plants also can asparagus, peas, string beans, and tomatoes, but corn is the pride of Iowa's canners. Oddly enough, it was tomatoes, not sweet corn, that offered the knottiest recruitment problem in 1946.

Until the early years of war, labor was no problem to canners in Iowa; the same families of workers eagerly returned, year after year . . . but the war changed all that.

The year 1946 found Iowa still blushing from the effects of its wartime blandishments, more generously described as "recruitment techniques." That year canning areas had planned their own strategy, selected and employed whatever tactics they thought fit. The State office encouraged this self-reliance, and laid the ground work by editing a GUIDE TO RECRUIT-

MENT FOR RURAL INDUSTRIES, a handy little book, thumb-indexed for convenience and telling, among other things, much about Iowa canning.

A fundamental of this program is the early recognition of acute labor shortage signs, such as may ultimately imperil production. Whenever these are seen, the State office is called in to help devise plans. Such an instance occurred at Muscatine, Ia., where the tomato pack annually calls for upwards of 1,600 in-plant workers.

Muscatine is a Mississippi river town of around 18,000 population, located in southeastern Iowa. Its proximity to the highly war-converted Tri-Cities (Davenport, Iowa; Rock Island and Moline, Ill.) made it a veritable wartime mecca for Tri-City recruiters. These latter gentlemen performed so well that even in 1946 many a Muscatine worker was loathe to return home. Not to be outdone, Muscatine employers lost no time in picking up what was left.

In April 1946, the local office manager decided that things were not too bright, and called in the State rural industries representative for a consultation. A conference was held with the canning employer, from which was evolved the broad structure for total recruitment, contingent upon the findings of the State labor market analyst who would survey the area in June.

Labor Market Analyst Forecasts Shortage

How the labor market analyst was able to forecast a 500 deficiency was nobody's business, but that he did, and to his credit. With this probability before us, a final conference was held in June, and the following plan reduced to paper:

The State office recognized as its problem the recruitment of the 500 workers, the deficiency forecast by the State labor market analyst. The remainder of the workers, roughly 1,100, it was thought, could, by aggressive recruitment, be obtained in the home area.

But, could Muscatine house 500 additional workers? Not easily. But 150 or 200, yes. The company-owned cabins might hold almost a hundred, and they believed it possible to rent a building to make temporary housing for another hundred. That would still leave about 300 without shelter.

What about a company-leased bus, to bring in commuters? Fine, the company would do it, in fact would charter two or three buses, and so take care of the shelterless 300.

It was now determined that upwards of 200 would have to be recruited for the company-owned housing, and 300 for the commuting buses. By this time, the company was completely sold on both prospects and looked forward quite eagerly to filling up its cabins, something which just had not been done before.

Towns along tentatively planned bus routes were examined for recruitment possibilities and pretty soon all arrangements completed for positive recruitment.

Similarly, more distant towns—from 75 to 200 miles away, even into Missouri—were scanned, selections made, and the opinions of local office managers obtained. This resulted in setting up more positive recruitments, designed purposely to obtain workers who would live in the company housing.

When plant operations got under way, both phases of positive recruitment were begun. The closest towns along the company bus route were taken first, and gradually all towns along the bus circuit were covered. Simultaneously, positive recruitment was carried on for the "cabin" workers, at the more distant points. A valuable feature of this was the immediate transportation, by company bus, of all recruited workers, thus giving little time for change of minds.

To augment these operations, direct referral was authorized on a State-wide order. Three different orders were issued; i. e., one to cover the commuting recruitment, and issued to the affected areas only, one to recruit the "cabin" workers, and one general order permitting direct referral from all other areas.

While this was going on, the Muscatine office and the employer were ably taking care of the home front.

At the outset, it was determined that the peak need would approximate 1,600 workers, 500 of whom would have to be brought in. How good a job was done may be judged by the following figures which represent on-the-job workers:

Recruited locally	1,196
Recruited for cabins	174
Recruited for commuting	280
Total	1,650

Yet, adequate as this sounds, there were times towards the peak when more women workers were needed, and were not on hand. 1946 turned out to be the all-time "blue-ribbon" year with the plant making its record pack of 47 years of operation.

In recruiting outside workers, positive recruitment in the bus-commuting areas was most successful, then positive recruitment in connection with company housing, lastly direct referral. Dependence upon the latter measure alone would most certainly have spelled "failure."

Along the bus routes and in the home area, the employer gave a splendid example of public relations work by organizing and conducting community entertainments centered around movie shows. Recruitment talk, brief and to the point, was tactfully limited to a few words at the end of each show.

Deemed of basic importance was the service given by the State labor market analyst. His opinion permitted intelligent planning. In the future, when confronted with an occasion of the kind, it is planned to also use the analyst in pin-pointing potential supply areas, by sex of workers. His conclusions on that score could be of immense help in planning effective positive recruitment.

Altogether these activities contributed to the rounding out of a complete and successful recruitment operation. Should the 1947 season have the earmarks of its predecessor, Muscatine has a useful pattern by which to plan.

LUMBER —

FOUNDATION OF MANY INDUSTRIES

By **RHODA BUXBAUM**, *U. S. Employment Service, Washington, D. C.*

LUMBER and timber production is a basic industry supplying material for multiple uses—for building construction, furniture, shipbuilding and shipping, railroad ties, telephone poles, fuel, and pulpwood for the manufacture of paper, paper board, rayon, and cellophane. In view of the rapidity with which postwar construction is expanding and the current shortages of paper and paperboard products, adequate staffing of the lumber industry is of more than routine importance.

Although local labor supplies are more plentiful than during the war years, the many problems arising out of the nature of the industry itself will call for intensive recruitment efforts, especially in some areas, and for the provision of technical assistance and guidance to employers.

There are some 40,000 establishments in the industry—most of them small. In 1939, only 1,500 of these employed as many as 50 wage earners. However, the size of firms varies among the lumber regions. Large firms are quite common in the West, while small firms are the prevailing type in the East and in most of the Rocky Mountain States. Contrary to most manufacturing industries, an increasing proportion of production in recent years has shifted to smaller mills and this trend is expected to continue.

Two Major Forest Regions

Logging camps are found in nearly every State, but are concentrated in the two major forest regions—the South and the Pacific coast. Basic timber products manufacture is largely located in these same areas which account for nearly two-thirds of the wage earners in the industry. Although these areas are the closest to the principal markets, it is usually more economical to ship lumber to distant markets than it is to haul the rough logs to mills close the the markets.

Early production methods were dictated by a rapidly increasing demand for lumber, the existence of abundant lumber stands, and the pressure to produce as rapidly as possible. In recent years, with the depletion of the larger stands, the objective of technological changes has been shifted from high output to lowering of production costs. Not only has there been a shift toward smaller mills but toward portable mills able to operate closer to the timber and to draw on stands of smaller volume than are required for the successful operation of large stationary mills. As a consequence, the Employment Service office usually finds the problem of serving them difficult since not only the logging camps but many mills are located in isolated areas often 50 miles or more away and not accessible by public transportation.

Employment is highly seasonal because of the dependence of logging upon weather conditions and the close tie-up of the lumber industry with construction needs. Moreover, in some regions logging and sawmill work is customarily dovetailed with farming or other types of seasonal employment. Because of these seasonal factors, public employment offices are called on to do a two-fold job—help staff plants which experience a seasonal loss of workers to farming and find jobs for logging and sawmill workers when plants shut down because of bad weather or for repairs.

Pattern of Employment Varies

While employment for the country as a whole usually reaches peak in the summer and fall months, this pattern varies among the regions. The employment peak in the Northeast and Lake States occurs during the winter months, while the low point is generally in the spring. On the West Coast employment is highest during the summer and early fall and lowest during the winter. Seasonal fluctuations are least pronounced in the South and Appalachian regions where some increase takes place during the winter months.

Logging is out-of-door work carried on in all kinds of weather. Young husky men are most desirable because much of the work requires considerable strength and endurance. Most milling operations require ability to lift or carry heavy weights. Plywood and veneer work is relatively light, however, and women can be used quite easily. Very few women were employed in these activities before the war, but under the manpower utilization program of the ES the proportion in planing and plywood mills increased from 1 percent in 1939 to 16 percent in 1945.

Although postwar wage adjustments have raised earnings in the industry in many areas, take-home pay is still low compared with other manufacturing industries, except on the West Coast. Here, where timber tracts are larger and more concentrated, sawmills bigger and more highly mechanized, and labor well organized, higher wages are paid. Most workers are paid on an hourly basis but piece-rate payment is customary in woods operation in some States. Planing and plywood mills generally offer better pay than logging and sawmill jobs which invariably are more difficult to fill. Even where hourly or daily earnings are high, weekly or annual take-home pay in logging

camps and sawmills may be low because of the irregularity of the workweek and the relative shortness of the work year.

Before the war, employment in the industry averaged about 400,000 workers, although the actual number of persons finding work in the industry in any year was much higher because of seasonality of operations. Wage earner employment has fluctuated widely in the last 18 years, dropping sharply from a high of 582,000 in 1929 to a depression low of 210,000 in 1932, closely paralleling the trend of construction activity. Substantial gains occurred during the thirties when lumber output rose in response to the needs of the public works programs. Under pressure of an expanding defense and war construction program, employment climbed from 420,000 to 544,000 between 1939 and 1942.

Production expanded in 1941 but civilian uses of lumber had to be reduced to take care of war requirements. Although lumber requirements increased in 1942, there was a decline in output attributable largely to labor shortages in the woods. Production was also held down by lack of equipment and repair parts, higher stumpage costs, and distribution and marketing difficulties. With its relatively low wage rates placed under ceilings, the industry was unable to compete with more attractive wartime jobs. From 1942 to 1945 loss of workers to other industries and to the armed services forced employment steadily downward. Manpower shortages became so acute that foreign workers and war prisoners were used to supplement woods labor.

Meanwhile, excessive turn-over aggravated these shortages. In no other war industry were separations so high. Although workers left logging and lumber establishments in large numbers, many drifted from firm to firm in the industry. In Pacific Coast States, there was a considerable movement from large establishments to small ones. But even in peacetime, high turn-over is characteristic of the industry because of the seasonality of employment, low wages, inadequate housing and transportation, and generally unpleasant working conditions.

When the war ended, the tremendous pent-up demand for civilian housing and repair more than offset declining military requirements. Returning veterans and laid-off war workers, slowly at first, but at a gradually increasing rate, sought jobs in the industry and 1946 saw employment reach record levels. Production, however, was hampered by material and equipment shortages, so severe in some cases as to force temporary shut-downs. But by the end of the year, log inventories were large enough to carry the bulk of mills through the winter months.

Strong demands for lumber are expected to continue through 1947, with the production goal set at 36 billion board feet—3 billion above the 1946 output. Failure to keep prices within reasonable bounds may defer much of the latent demand for lumber for repair and maintenance work. Nevertheless, current indications point to a need for additional labor. Lumber buyers are demanding lumber of better quality. This means that more labor will be needed for seasoning and milling operations. Scattered shortages of experienced woods workers, notably in the Northeast, will have to be overcome. The degree to which public employment offices are successful in meeting future labor requirements will depend largely upon expansion of training programs for woods workers and the improvement of conditions which have plagued the industry since prewar days.

Woods Goes Modern to Get Workers

By **ALBERT E. PAGE,** ***Concord, N. H.***

NEVER, since the days of the legendary Paul Bunyan and his mighty ox, have the woods operators been entirely satisfied with the quantity or quality of the labor available for work in the woods. However, in the old days, the axeman's strength and skill was a matter of pride and boasting, and they vied with each other to see who could cut the most lumber, lift the biggest log, work the longest day, ride a log through the most dangerous rapid, drink the most liquor, etc. And all able-bodied men in the rural areas expected to go, each armed with his own axe as his only implement, into the woods for a winter's work. This required men without family ties, or those who could leave their families for weeks or months at a time, and live in crude camps near the job. However, as more and more of the younger men became dissatisfied with this way of life, and as more opportunities became available for work in mills and factories nearer their homes, the supply of woodsmen has been steadily declining for many years.

This declining trend has been emphasized by the steadily increasing demand for lumber and pulpwood and the thousands of articles made from them. As a result, there have been many improvements in living and working conditions to induce more men to go into the woods, and a tremendous increase in the mechanization of the industry, thereby at the same time making the woodsman's work easier and increasing his output. This mechanization started with the bucksaw and crosscut saw, unknown 50 or 60 years ago, and now includes power saws, such as chain saws, jump saws, and slasher saws; tractors for skidding, twitching, and hauling logs; bulldozers, scrapers, and power shovels for road building, and many others.

These opposing trends were slowed somewhat by the depression thirties, when the demand was somewhat reduced, and the supply increased by men forced out of other industries. The approach of World War II, however, brought on a climax as the demand rose sharply and an already meager supply of manpower was further depleted by many better paid opportunities in war production elsewhere. In spite of mechanization, greatly improved camps, faster transportation, increased wages, and excellent food, there were not enough American woodsmen to go around, and for the last 5 years from one-half to two-thirds of all woodsmen in the area have been Canadians imported under bond from adjoining areas of the Province of Quebec and from as far away as the cities of Quebec and Montreal. These men have been largely skilled woodsmen, but some have also been used in hauling, yarding, barking, driving, and related occupations in moving the wood to the mills.

One of the larger operators was also able to obtain a small group of German prisoners of war, who were quartered in a former CCC camp at Stark, N. H., and who produced more than 25,000 cords of pulpwood in the winter of 1945–46, their last season in this country. Many times this amount was produced by the company's own camps, manned by American and Canadian woodsmen. However, the combined total was not nearly enough to meet the company's needs, and much more was purchased from many jobbers, contractors, and small farmers who cut their own wood and sold it to the company, either at the roadside or delivered at the mills in Berlin.

Most of the operators appear to be increasingly aware of the danger inherent in the dwindling supply of men able and willing to go into the woods and produce the lumber and pulpwood necessary to meet the ever-increasing demand. The more progressive ones have taken the lead, but the others have been forced to follow suit in installing, wherever possible, labor-saving and production-increasing machinery.

Still more noticeable has been the improvement in transportation and living conditions. Men are now carried from town to camp and return by car, truck, bus, boat, or plane, even to camps as far as 100 miles away, sometimes at company expense, sometimes at their own. Men telephone to town, and a plane comes out to pick them up Saturday afternoon for a week end in town and returns them to camp Monday morning. Every small lake, and there are thousands of them, is a ready-made landing field for planes using skis in winter and pontoons in summer. Most camps have telephone and electric lights, modern plumbing, shower baths, clean bunkhouses, comfortable beds, and furnish all bedding and laundry service. Woods camps have always been noted for quantities of good hearty food, but choice and variety have been greatly increased, with three or four kinds of meat, two or three kinds of pie, and at least five kinds of cake being practically a standard daily menu.

Much experimentation has been and still is going on to develop machinery which is suited to the rough terrain generally found in this area. Power saws, mounted on wheels, which have been used in some parts of the South where the woodland is generally flat, have not proved too useful. More practical has been a swing saw, powered by a gas or Diesel motor,

"Gypo Logging Crew"

A RECENT issue of the Upper Peninsula labor market news letter contained a reference to "gypo contract crews" in connection with the logging industry in Michigan. The following account was written to give us a history of these operators and to tell us something about how these crews operate:

The history of the so-called "gypo logging crew" goes back to the farmer with a wood-lot on his farm who logged out his wood-lot with one or more of his sons and sold the logs directly to the sawmills. This family logging crew would cut down the trees, saw them into saw-logs, skid them out and load them on trucks. Each one of the crew was proficient in sawing, skidding and loading, and usually one of the crew was either a tractor operator or a teamster to facilitate skidding logs from the woods.

From this early beginning, the "gypo crew" emerged. Three or more experienced woodsmen would group together under a friendly working agreement, buy a plot of timbered land and operate much like the family crew described above, selling the logs to sawmills and splitting the profits.

Sawmill operators began to find many advantages in the "gypo crew" type of logging during the war, when manpower stabilization went into effect. "Gypo crews" were not on their pay rolls, but were paid as private logging contractors with production of logs determining the piece-work wages. No insurance or unemployment compensation taxes were required to be paid on "gypo crews" by the sawmills or logging contractors, since each member is considered self-employed and practically all of employer risk was eliminated by contracting with "gypo crews." In addition, no costly camp maintenance was required, as "gypo crews" commuted from homes in range cities.

At the present time only a few of the conventional lumber camp logging operations exist in Gogebic County, Mich., where woodsworkers are hired by the logging company and paid a stipulated wage for their work, and maintained in a camp at a daily board and room rate. The large majority of the logging operations are of the "gypo crew" type. Crews of three and six men are the popular size "gypo crew." They are assigned certain plotted sections of the employer's timberland, and produce the logs at a stipulated piece-work rate based on the board feet produced by type of timber, hardwood, softwood or pulpwood. Often the employer will furnish use of a company-owned tractor or team of horses for skidding the logs to the loading landing, as well as a jammer for landing. Company trucks or trucking contractors haul the logs from the woods to the sawmill.

Some say that the gradual disappearance of the old-timer lumberjack has made the "gypo crew" a necessity. Others say that companies have learned to enjoy the freedom from risk that the "gypo crew" allows. It is apparent that this type of logging is here to stay as long as the timber lasts. Due to the speed involved in contract production, some timber waste has resulted. The "gypo crew," nevertheless, employs more local men than did the conventional operations which employed mostly the "floater," typical lumberjack. These local men group themselves into "gypo crews" before the logging season, and have arrangements with the employers pre-arranged to enable them to start at the word "go."—SEC J. VIOLETTA, *Ironwood, Mich.*

and set up in a spot where several hundred cords of pulpwood can be concentrated by small tractors. Trees are felled, limbs and tops cut off, and then dragged full length to the saw, which cuts them in 4-foot lengths, ready to be hauled off by truck or floated downstream to the mill.

In addition to these attempts to improve living and working conditions in the woods, active recruitment for woods workers has been carried on by the Employment Service for most of the operators for many years. Within our own State of New Hampshire, this recruitment is continuous, and positive recruitment is periodically arranged through the State office with other States in Region I.

Visits for the recruiters of one of our largest employers have been arranged in such centers as Bangor and Portland, Maine, and Boston, Mass. These trips have usually been productive and several hundred workers were obtained in this manner during the past year. Only a few of these new recruits were experienced. Recognizing the necessity of training new men in woods operations, especially the handling of mechanized equipment, the company set up the Stag Hollow camp, about 20 miles from Berlin, their center of operations, as a training camp. Here the men, properly clothed and equipped, were taught woods work by actually doing the jobs under the supervision of competent instructors.

Some have made the grade, but many have become discouraged and dropped out before obtaining enough skill to enable them to make satisfactory wages at the prevailing piecework rates. The company is well satisfied with the experiment, however, and is now in the process of reorganizing its training course on a basis of job break-down and specialization.

Ample precedent is available for this approach to the problem in the war-production training courses of the last few years, which did not attempt to train an all-round machinist in 400 hours, but rather gave intensive instruction in the operation of one machine. Similarly, an expert woodsman, being a highly skilled worker, he cannot acquire his skill in a few weeks or months. But the new man can be given special instruction in that particular phase of the work for which he appears to be best fitted, and can quickly become proficient in that job. It is believed that this method will result in more satisfied workers on the job and reduce appreciably the number of drop-outs.

An encouraging trend is just becoming evident these last few weeks in the increasing number of new workers, particularly veterans, who are going to work in the woods, either as trainees or with some previous experience. The percentage of American workers to Canadian workers now in the woods and related work is higher than at any time in the past 3 years and this trend is expected to continue.

However, much still remains to be done, and emphasis on recruitment, training, mechanization, efficiency, and living conditions must continue for years, if we are to assure an ample supply of this basic raw material so necessary to the economic well-being of our country.

CONSTRUCTION, A PRIME MOVER IN THE JOB MARKET

By **ANITA F. ALPERN**, *U. S. Employment Service, Washington, D. C.*

ONE of the great recruitment challenges facing local public employment service offices during the next few months will be servicing a fast-expanding construction industry—an industry stimulated by seasonal factors and, equally important, by a huge backlog of demand for all types of structures. The job will not be an easy one. On the contrary, if the industry even approaches the levels hoped for, local public employment service offices will have their facilities and energies well taxed. The recruitment job is large in terms of numbers of workers needed. It is complicated by traditional hiring practices, for construction is an industry in which workers are usually referred to jobs by the unions. Yet in 1942 local offices made over 1½ million placements in construction. But to understand fully and to give proper weight to the recruitment job ahead, one must also understand the nature of the industry and the events which have made it one of the focal points in our economy.

In normal prewar years, the construction industry employed between 1½ and 2 million workers—more than any other industry with the exception of agriculture and the retail and wholesale trades. These workers were engaged in building everything from a dam to a chicken coop, from a highway to a house, from a pipe line to a school house. Most of the employers in the industry have rather small businesses and are engaged in residential building and in maintenance and repair work. In 1938, for example, more than 85 percent of the 215,000 contractors were building houses and averaging less than three houses per builder during the entire year. Since this type of activity is easy to enter and easy to leave, turn-over is high and failures are common. A relatively few large firms monopolize heavy and industrial building, although in recent years some have entered the housing field also.

Traditionally, industry members are accustomed to building on short notice and to expanding their operations rapidly. Production is governed solely by contracts on hand, and frequently contractors have a series of separate projects under way, each with its own type of work to be done and each marked by

fairly rapid employment expansion to peak activity. The labor force, which is highly mobile, follows projects from site to site and from State to State and, during dull periods, enters other industries until construction activity resumes.

The labor force is organized along craft lines. Separate unions exist for bricklayers, plumbers, electricians, carpenters, and other trades. Because construction workers "follow jobs," there is a considerable transfer of membership among local unions.

Most of the work in construction is performed out-of-doors and activity is subject to major seasonal variations. This causes large employment reductions during the winter months and large additions to the working force in the spring and summer months. Employment is reduced to a nucleus organization when necessary; foremen, selected skilled workers, and even a few unskilled workers are retained for inside work. Although hourly wage rates are among the highest paid in any industry, annual take-home pay is sharply reduced for this reason.

During heavy building months, the labor force responds to other operational patterns. As each structure progresses toward completion, the number and types of skilled workers, apprentices, and laborers change constantly. Workers transfer from project to project and even from contractor to contractor as their skills are needed and as their particular job is completed.

The industry is sensitive to changes in the business cycle, and employment and earnings of construction workers are affected greatly by business boom and depression. In 1929 when an average of 2½ million persons were employed, the industry provided work for nearly 8 percent of all persons employed in nonagricultural industries. During the depression years, private construction was curtailed drastically. New housing construction failed to meet even its replacement needs; construction of community facilities, stores, industrial units, etc., were neglected and a huge backlog of needed building accumulated even before the war further curtailed activity.

It was during the depression thirties that total construction volume was supported by substantial public works programs, so that between 1933 and 1938 construction workers made up, on the average, approximately 5 percent of the employed nonagricultural labor force and construction expenditures averaged more than $6 billion a year. This public shot-in-the-arm was given the industry because it was recognized that it would be almost impossible to have an economically healthy Nation if construction were in a state of doldrums. The building industry touches practically the entire field of raw material production, while the processing of the materials used involves at least 69 manufacturing industries.

When the defense and war construction programs got under way the industry had to recruit thousands of workers and had to recruit them rapidly. With the younger workers entering the armed forces, unions were unable to supply all the construction labor needed to meet the needs of war. It was at this difficult point that the Employment Service was called upon. From 1940 through 1943, the period of peak war-construction activity, local offices made more than 4¼ million placements in this industry. The ES helped construction employment reach a peak of 2.9 million workers in September 1941. Even while wartime construction was tapering off and employment was declining steadily, local offices made 725,000 placements in 1944 and 658,000 placements in 1945.

When defeat of Germany became imminent, construction activity revived. The dammed-up pressure of almost 20 years broke loose following cessation of hostilities in August 1945. Construction employment rose steadily, month after month, until it reached a postwar peak of 2.3 million workers in August 1946, and expenditures for the year 1946 totaled $10 billion. Despite the voluntary return to the industry of countless thousands of veterans and war workers, local public employment service offices in 1946 made 636,000 placements.

The major problem of 1946 construction activity, however, was not manpower but materials. Building materials manufacturers were caught short by the sudden end of the war and both the housing program and other construction projects were hampered by material shortages. These, combined with cost uncertainties, retarded further expansion and seasonal factors reduced employment to 1.5 million in February 1947, a drop of almost 800,000 workers. The spot manpower shortages which had developed (bricklayers and carpenters were in Nation-wide demand for most of the year) were also greatly alleviated when employment began to drop.

Labor Supply May Run Short

Expectations for 1947 call for a 50 percent rise in expenditures over 1946. Early indications, however, pointed to labor as a possible major obstacle in achieving this goal. But a tendency for national shortages to develop will probably be cushioned by many factors.

The tremendous growth of construction employment during 1946 insures a more experienced and productive labor force of at least 2.3 million workers from which to draw when activity begins to expand this spring. The skilled crafts have gained thousands of new entrants. Additional qualified workers will be available from expanding apprenticeship training programs which have frequently given veterans credit for previous experience. The special local programs; informal arrangements worked out between unions, contractors, employment offices, and other interested groups; greater community participation; and general realization of the scope of the problem; each growing out of the veterans emergency housing program, will have a favorable effect upon utilization of the labor supply.

A very important factor in labor utilization is the expected easier materials supply situation. Reports indicate that material shortages have been causing malutilization of labor, withdrawal of some workers

from the construction labor market and reluctance of others to enter, and low labor productivity which have inflated labor needs. A dependable flow of materials would result in more effective use of craftsmen.

But despite these factors, there undoubtedly will be labor shortages in particular areas and of certain skills which may be sufficiently serious to hamper construction activity. As in the past, developments in this direction will mean heavier ES workloads. For the job is not only one of placement but also one of working closely with unions, contractors, and other local community groups; assisting in apprenticeship training and job dilution programs; and helping to alleviate recruitment obstacles (housing, transportation, etc.).

With a labor force totaling 1.5 million workers in February, the industry now faces its seasonal upswing. Hundreds of thousands of job opportunities will be available in the coming months. The rapidity and extent of employment expansion, however, will depend upon material supplies, price-cost factors, union cooperation, and buyer outlook. And if these are in the industry's favor, this may well be a most challenging year for local public employment service offices and the construction industry.

The ES Manual on . . .

THE RURAL INDUSTRIES AND MIGRATORY LABOR PROGRAM

By BERNARD W. KOFSKY, *U. S. Employment Service, Washington, D. C.*

FROM time to time recruitment problems arise in certain industries which require special consideration by the national office and field staffs of the Employment Service. These problems can often be resolved within a short time through the use of tools and procedures already developed. Many times, however, they can be resolved only after the development of special techniques and programs. Such techniques became necessary to serve seasonal industries, because of their special needs and problems involved in the use of large numbers of migratory workers. Hence, our rural industries program.

By reason of the many problems they have in common, rural industries are looked upon as a group. Prior to the transfer of the Farm Placement Service to the Department of Agriculture early in 1943, the staffing of rural industries was treated as a phase of that activity. Since that time, however, they have had specialized attention by the national office.

Included within the rural industries group are (*a*) food processing (including the canning, dehydrating, freezing and other preservation of fruits and vegetables, and the drying, condensing, and other processing of milk and dairy products); (*b*) pulpwood and lumber production; (*c*) meat packing and poultry dressing; (*d*) warehousing and cold storage; (*e*) cane and beet sugar refining; (*f*) commercial fishing; (*g*) manufacture of commercial fertilizer; and (*h*) tobacco, grain and cotton warehousing.

The activities comprehended in the rural industries and migratory labor program are described in the following sections of Part II of the EMPLOYMENT SERVICE MANUAL:

Sections 9001–9030: Rural Industries and Migratory Labor Program.

Sections 9031–9050: Emergency employment of foreign agricultural workers in food processing.

Sections 9051–9055: Agreement with State extension services to perform farm placement service.

Sections 6100–6149: Certifications to Immigration and Naturalization Service for importation of foreign workers.

Rural industries and migratory labor program.— As reflected in the ES MANUAL, the basic policies governing the conduct of the rural industries and migratory labor program provide that adequate facilities be available to the industries in order that their labor requirements can be satisfactorily met. Likewise provision must be made for specialized recruitment and referral programs to meet such requirements and provide for the orderly and expeditious movement of migrant workers to successive job opportunities. In addition, the MANUAL suggests that field staffs encourage employers of migratory labor to arrange for workers' transportation, medical examinations, adequate housing facilities, and subsistence while they are en route to job opportunities, and for the return of workers to their places of recruitment.

To fulfill this policy, the MANUAL section outlines program responsibilities, specifically indicates local office responsibilities, and suggests the nature of the activities to be performed. It also provides the field staff with a relatively new recruitment device, which, while its use is not mandatory, will assist the field in carrying out its responsibilities and the ES's policies in connection with staffing the rural industries, and improving working conditions and extending job opportunities for migratory workers.

This new recruitment device, known as the "Agreement for Employment and Transportation of Migratory Workers," is included in Section 9025 of Part II of the MANUAL. An outgrowth of wartime experience with the contract employment of foreign labor, but with additional refinements to meet domestic labor

requirements, the agreement will assist in (*a*) assuring the complete utilization of available local labor before migratory workers are brought into an area of labor demand; (*b*) reducing undirected and wasteful migration of workers; (*c*) assuring community acceptance of migratory workers; (*d*) improving the job opportunities of migratory workers and providing them with longer periods of employment; (*e*) permitting earlier planning by employers with respect to their seasonal labor requirements; and (*f*) reducing unnecessary labor turn-over and lost man-days of employment and production. In addition, the conventional techniques for the recruitment of seasonal workers, plus adaptations of such techniques to meet local situations and requirements, should supplement the use of the agreement.

Emergency use of foreign agricultural workers in food processing.—This section of the ES MANUAL outlines the responsibilities and provides the procedures whereby the State Employment Services may fulfill their responsibilities in certifying to the availability or unavailability of domestic labor to meet the requirements of seasonal food processing activities prior to authorizing the temporary employment of foreign agricultural workers. Such procedures are set forth on the basis that the temporary employment of such workers will be authorized only when the imported workers are already in the immediate areas where domestic labor shortages exist and that substantial quantities of essential food products will be lost if foreign workers are not made available.

The certification procedure as outlined in the ES MANUAL will protect the ES from any criticisms which may result from the indiscriminate assignment of foreign workers to food processing plants when domestic labor is available or may become available during the period when foreign workers are being employed. At the same time it provides that definite arrangements be completed for the payment of transportation costs for the movement of foreign workers from their agricultural employment to the food processing plants.

Performance of agricultural placement service.—Since the responsibility for providing a placement service to agriculture was transferred to the Department of Agriculture early in 1943, it has been the policy of the ES to engage in farm placement activities only when such service is performed under the provisions of a reimbursable agreement executed with State Extension Services and approved by the USES. Sections 9051–9055 of Part II of the ES MANUAL provide a model agreement for the guidance of State Employment Services in entering into cooperative agreements with State Extension Services to provide a farm placement service within a particular State. Its use will assure that the scope of the responsibilities of the ES is properly set forth.

Certifications to Immigration and Naturalization Service for importation of foreign workers.—The Immigration and Naturalization Service of the Department of Justice often requests the assistance of the ES in fulfilling its responsibilities in connection with the admission of aliens for employment in the United States. Such assistance usually consists of certifying to the availability or unavailability of domestic workers with certain specified skills in an area where the proposed employment of the alien is located.

Sections 6100–6149 of Part II of the MANUAL outline the procedure for making such certifications in the light of a rapidly changing labor market and the conditions under which they are made. The fact that certifications are made for specified temporary periods and only to meet emergency situations, makes it necessary to determine whether the extensive recruitment facilities of the ES can locate domestic labor before certifications are made to the Immigration Service.

. . .

While the foregoing very sketchily reflects the contents of those sections of the ES MANUAL which relate to the activities of the rural industries program, it is obvious that the responsibilities for meeting the labor requirements of seasonal industries are most important. The field staffs, in the final analysis, must perform "on the scene." They should be prepared promptly to meet emergency situations. The MANUAL sections which have been briefly reviewed in this article may not answer every question which may arise or provide a procedure which will meet every situation. However, they will provide general assistance in resolving difficulties and a tool which, with added refinements and expansion, will provide a practical solution to many problems.

Next Month . . .

Federal-State Relationships

Re: Veterans

THE HUMAN SIDE

RADIO waves took the place of blank forms to insure most of the 35,000 GI's trapped in the caverns of Corregidor in the Spring of 1942.

Yank and Filipino soldiers on the island, realizing they were nearly hopelessly trapped, flooded the air waves between Corregidor and the War Department in Washington, D. C., with so many applications for National Service Life Insurance that, for many days and nights, all other War Department business was crowded out.

During the peak of the flood, a War Department official asked Gen. Douglas MacArthur, then in charge of all activities in the Pacific, for permission to call a temporary halt in order to receive a list of casualties from Corregidor.

MacArthur replied, "Because of inadequate radio facilities, I deem it necessary to first get the men insured."

The circumstances surrounding the use of radio to transmit NSLI applications revealed the willingness of both VA and the War Department to place the human element above procedure.

Thousands of soldiers on Corregidor asked their finance officer for application blanks. It happened there were none on the island and, even if there had been, there was little chance that they could have been transmitted to the United States.

The War Department hastily conferred with VA and, between them, they worked out a plan. Veterans' Administration agreed to accept radioed messages from Corregidor in place of regular insurance applications and also stipulated that it would honor a request for G. I. insurance even though the signed statement never reached the United States.

When the plan was announced, applications for NSLI began to pour from Corregidor to Honolulu by radio, and from there to Washington by teletype, in a volume that reached 4,000 messages a day.

When, in May 1942, final resistance at Corregidor was useless and the question of smuggling records past an alert Jap blockade had to be decided, General MacArthur gave top priority to the thousands of signed statements authorizing insurance deductions.

The night of May 3, Colonel Jenks stowed large wooden crates containing these records in the hold of a submarine waiting offshore. Within a few hours, the vessel turned over its engines, navigated through the blockade and escaped to the high seas.

The submarine was the last boat to leave the Philippines.

Two mornings later Corregidor fell.

ALL-GIRL-VETERAN BAND

THE National Employment Committee of the American Legion has a plan for an all-girl-veteran band to be made up of one girl from each State.

A letter sent out by the Legion inviting assistance in organizing the band says:

> If you can get me some GI girls I would very much appreciate it. The requirements are—honorable discharge from the armed forces, good character, pleasant and pleasing personality, medium height and weight, must like to meet people and be willing to travel, should have musical background or aptitude. A special application blank will be sent to any applicant applying to Geo. A. Hormel & Co., Austin, Minn., attention of Mr. Dale Schamber.—DON E. ATKISON, *Veterans Employment Representative, Oklahoma.*

TO FACILITATE ENROLLMENTS

VETERANS' Administration has set up a new procedure to permit partial advance payment of tuition to many nonprofit colleges and universities, which are faced with a continually growing veteran population.

The new system will permit VA to pay 75 percent of the estimated tuition, fees, book and supply costs to these schools for veterans studying under the Servicemen's Readjustment Act (G. I. Bill) as soon as a semester's registration is completed and the number of veterans enrolled is known.

The actual expenses for veterans, less the advance payment, can be paid either at the end of the semester or at the end of the period for refunding money for those who have dropped out of school.

Only well-established nonprofit colleges and universities can qualify under the new plan, VA said. Schools other than nonprofit colleges and universities, including most trade and business schools, do not come under the new plan but may continue to bill VA in arrears, usually once a month.

BLIND VETERANS WORK AND TRAIN

NEARLY half the veterans blinded in World War II either are working or are in training for employment according to a Veterans' Administration estimate based on a survey of 1,133 veterans who lost their sight. The survey showed that 321 are actually on jobs and that 231 are in vocational training—180 in schools and 51 in on-the-job training.

Professional and scientific courses, particularly social work, teaching and law, accounted for the largest number, and agricultural courses were second, according to the survey.

ONE ALLOWANCE ONLY

AMERICAN veterans who served in the Canadian armed forces during the war and who received a "rehabilitation allowance" from the Canadian government following discharge, are not eligible for readjustment allowances as provided by the Servicemen's Readjustment Act (G. I. Bill) Veterans Administration has ruled.

The VA ruling held that the Canadian "rehabilitation allowance" is similar to the American readjustment allowance, even though the latter may provide a larger allowance in the case of an individual veteran.

The Canadian law provides unemployed veterans, and those awaiting returns from self-employment, an allowance for a period not exceeding the veteran's time in service, or 12 months, whichever is less.

VETERANS IN NEGRO COLLEGES

RETURNING veterans constitute 30 percent of the enrollment in the Negro colleges of the Nation according to an announcement by Dr. Martin D. Jenkins of the education Department of Howard University in Washington, D. C.

The information is based on an annual survey which also shows that a new peak has been reached for the second consecutive year in Negro college enrollments. The survey covered 115 colleges with an estimated enrollment of 63,000 students.

JOBS FOR WIDOWS AND WIVES

A NEW regulation effective May 1 gives war widows a chance for permanent civil service jobs. Most widows of wartime veterans, who are working as civilian government employees under temporary appointments, will be given an opportunity to have their appointments converted to probational or permanent ones through noncompetitive examination under the new postwar Civil Service Rules and Regulations.

This privilege will also extend to wives of certain veterans whose service-connected disabilities are such that they are unable to qualify for government employment in their usual line of work. Such wives and widows serving under war service indefinite appointments will also be given an opportunity to obtain probational or permanent status.

Industrial Services Case Records

OUR case records of industrial services this month deal with the problem of turn-over. Two approaches to the problem are illustrated. The first case shows the Industrial Service approach, in which the employer is moved to adopt techniques and practices developed or recommended by the Employment Service. The second case illustrates the Placement Service approach, which aims at improving local employment office service to the employer through selection of workers.

Industrial Service Approach

Problem: A company in Wisconsin was having difficulty recruiting workers locally. The personnel department presented to top management a plan for establishing bus service to a city 17 miles distant. Before approving the plan, management requested that something be done to determine and correct the cause of turn-over. Its personnel department sought assistance from the Employment Service.

Services rendered: Use of a "Work Sheet for Tabulating Turnover," adapted by the State office from an old form, was suggested. It was recommended that turn-over records be kept by job, shift, sex, age, and department, together with accurate reasons for leaving. Since the employer was not interested in trying to keep employees who wanted to leave, it was recommended that an exit interview be conducted at final pay check time, since at this time the worker would be more apt to give accurate reasons for quitting.

Result: Recommendations were put into effect with the result that the "sore spots" were located in a short time. Corrective measures were adopted with the result that turn-over has been so reduced as to make unnecessary the original plan of setting up a company-owned bus system.

Placement Service Approach

Problem: A company in Missouri found turn-over was a serious problem in maintaining operation of its processes for smelting, refining, and reclaiming scrap lead. Business demanded a full staff of 26. In August 1945 there were only nine employees. From January to June 1946, 48 men had been employed and quit.

Services rendered: Job Specifications were made for both entry and operator jobs. Plant jobs were found to be the equivalent of those in most lead refineries: ventilation and lighting were good, work was not hot, heavy or particularly hazardous, and promotional possibilities were good.

Result: Careful preselection and referral of applicants was inaugurated, with selling points of jobs stressed. July employment totals increased from 15 to 19 workers and August from 19 to 23. Turn-over has been reduced from 53 percent a month to 11 percent for July, with indications that August will go below 5 percent.

U. S. GOVERNMENT PRINTING OFFICE: 1947

"We Recognized This Applicant"

BELOW are two letters which came to light in columns of THE SATURDAY EVENING POST for February 8 and March 8, 1947.

They need little comment except to say that the veteran's discouragment was understandable, while Miss Coyne's follow-up exemplifies the spirit of service which is the goal of the Employment Service everywhere.

We hope the "happy ending" letter catches up with the earlier one.

Was It Worth It?

On February 4, 1944, my little world, and evidently my future, was shattered all to hell by a piece of flak that entered the left side of my forehead and emerged from the lower left side of my face. Not only did this piece of German steel make a mess of bloody pulp out of my face but it also carried my left eye with it. . . .

I was discharged as a first lieutenant with disability retirement pay. Without this compensation I should probably starve. Though it isn't an adequate income, it does, by close managing, permit me to exist.

While on my first visit home after being wounded I was more or less regarded as a hero. I was feted at banquets and parties. . . . I met people who I never knew existed and who must have had sore arms from all the slaps on the back they gave me. . . .

After being discharged from a military hospital in Pennsylvania . . . I went home to Maine, figuring that a few of the people who had given me all the hero talk might remember me well enough to offer me some sort of employment. Most of the backslappers didn't remember me, and those that did refused to admit it. . . .

I finally went to the local State Employment Service office. . . . I filled out various forms and was sent home with the heartening promise of immediate employment. Then came weeks of waiting, with no results.

Then I went to the Veterans' Administration. . . . Their advice was for me to go to college, but every college they gave me to write to informed me that they would be very happy to have me if I was willing to wait until the fall of 1947, '48 or '49.

I proceeded to Massachusetts, where I had worked prior to entering the service. As I had exceeded my 90-day limit for my old job guarantee, I was given a little sympathy, but no work. . . .

Here I am back in Pennsylvania. For the past 6 weeks I've hounded every place of employment in town. . . . At the local State employment service office they told me I had come to the right place and could expect results very soon. I'm still waiting for that phone call. . . .

Was it worth it, to go through the hell and miseries of war for this? . . . I have never regretted doing what I did for my country. It's pretty hard for me to take, though, to walk into a company's employment office and see their sign displayed to the veteran, "Welcome Back, Thanks for a Job Well Done," and then be told that their policy prevents them from hiring anyone with one eye. . . .

There must be hundreds of fellows facing the same problems, and I think we deserve a break. The break of being permitted to earn our own living. I'm not expecting to get a job because I'm a veteran, but I do believe that at least my disability shouldn't be held against me.

(VETERAN'S NAME WITHHELD)

Pottstown, Pa.

Happy Ending

The February 8 issue of THE SATURDAY EVENING POST carried a letter (from Pottstown, Pa., by a handicapped veteran) entitled "Was It Worth It?" As a United States citizen as well as manager of the Pennsylvania State Employment Service, I am very much interested in the placing of veterans, especially handicapped veterans, on whom we have extended an "all-out" effort. . . .

We immediately recognized this applicant, and feel sure you will be interested in the outcome of his case. . . .

You know this man's history up until the time he came to Pottstown. He was originally from Maine, and he had returned there after discharge from the service in December of 1945, with the hope of obtaining employment, only to be disappointed. You also know he returned to his former employer in Massachusetts, but due to the lapse of 90 days since his discharge, he met with no more success than he had in Maine.

When he first visited our office, 10 months after his discharge, and had his interview with the counselor, he was referred to the Veterans' Administration for aptitude tests. Ten days later, on November 1, our veterans' representative obtained an order for a veteran as a routeman. . . . The employer was contacted and . . . agreed to interview this veteran, although he was not "sold" on the idea of hiring a man with one eye. As a result of this interview, the applicant was hired. . . .

In accordance with our policy, especially on handicapped applicants, we did a follow-up to determine the results of the placement. The employer assured us the applicant was quite satisfactory and the applicant himself was very well satisfied. . . . He had acquired with his work a sufficient feeling of security so that he had gotten married. . . . He started at $50 a week, but is now earning between $65 and $75. . . .

It would be very much appreciated if you would print this reply to the handicapped veteran's letter. We have a special program on which all handicaps, veterans in particular, are given preferential treatment, and we would like to encourage these applicants to visit our offices and give us the pleasure of doing what we can to help them. . . .

CATHERINE A. COYNE,
Pennsylvania State Employment Service (affiliated with United States Employment Service).

Pottstown, Pa.

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